



***Roscommon County  
Home of Michigan's  
other Great Lakes!***

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500 Lake St. ❖ Roscommon, MI 48653 ❖ 989-275-5268 ❖ 877-688-6687

January 22, 2014

Environmental Management Support, Inc.  
Attn: Mr. Don West  
8601 Georgia Avenue, Suite 500  
Silver Spring, MD 20910

Re: FY 2014 Brownfields Assessment Grant Application/Proposal  
\$200,000 USEPA Assessment Grant-Hazardous Substances  
Roscommon County, Michigan

Dear Mr. West:

Roscommon County, Michigan (the County) is submitting the enclosed application for a Community-Wide Hazardous Substances Assessment Grant in the amount of \$200,000.

Roscommon County is a rural area located in the north-central portion of Michigan's Lower Peninsula. The history of the County began with the lumbering industry in the early 1900s and shifted to tourism in the 1950s and 1960s. Between 2000 and 2011, the County's economy was decimated by the economic downturn in Michigan due to declines in the automobile industry and the national recession that began in 2007. Due to these poor conditions, the County experienced significant declines in tourism resulting in closures of businesses, loss of employment, increases in home sales and foreclosures, and decreases in population.

Today, approximately 73% of the land in the County is forest land or wetlands, and 11% of the County is open water associated with the three major inland lakes of Lake St. Helen, Higgins Lake, and Houghton Lake. Less than 2% of land is used for residential, commercial, industrial, or transportation purposes. With such a small portion of the County used for development, there is a significant problem due to dense clusters of commercial and industrial development comingling residential neighborhoods. With the economic problems presented above there are now potential brownfields comingling with residential neighborhoods. These sites present environmental threats to residents and to Houghton Lake, Higgins Lake, and Lake St. Helen because these communities are located along their shorelines.

The County is struggling to provide services to its cities/villages and townships that all have populations of less than 10,000 people, and are defined as "micro communities" by the Environmental Protection Agency (EPA). The communities do not have the resources or experience to pursue brownfield redevelopment. The County wants to provide them with assistance and expertise that was gained through the 2009 Hazardous Substance Assessment Grant. However, due to a shrinking budget because of lower tax revenues, less state revenue sharing, and higher operating costs the County does not have the funds to help the communities. This Assessment Grant will provide needed funding to the County to assist its micro communities with redeveloping brownfields, creating jobs for residents, and improving communities.

The following applicant information is required as part of the Grant Application:

a. Applicant Identification:

Roscommon County  
500 Lake Street  
Roscommon, Michigan 48653

b. Applicant DUNS number: 608538133

c. Funding Requested:

- i) Grant type: Assessment
- ii) Federal Funding Request: \$200,000
- iii) Contamination: Hazardous
- iv) Community-wide

d. Location: Roscommon County, Michigan including its constituent communities – five incorporated communities, one village, and 11 townships.

e. Not a site –specific proposal

f. Contacts:

Project Director: Ms. Rosalie Myers, Coordinator  
Roscommon County Economic Development Corporation  
Phone: (989) 275-5268 Fax: (989) 275-3161  
Email: [myersr@roscommoncounty.net](mailto:myersr@roscommoncounty.net)  
500 Lake Street  
Roscommon, Michigan 48653

Chief Executive/Highest Ranking Elected Official:

Mr. Bob Schneider, Chairman  
Roscommon County Board of Commissioners  
Phone: (989) 275-8323 / Fax: (989) 275-7282  
Email: [bobschneider@roscommoncounty.net](mailto:bobschneider@roscommoncounty.net)  
500 Lake Street  
Roscommon, Michigan 48653

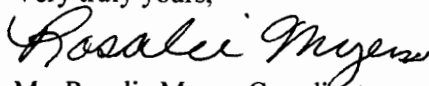
g. Date Submitted: January 22, 2014

h. Project Period: three years

i. Population: 24,449 (U.S. Census Bureau, 2010 Population)

j. Other Factors Checklist: Attached

Very truly yours,



Ms. Rosalie Myers, Coordinator  
Roscommon County Economic Development Corporation

**FY2014 UNITED STATES ENVIRONMENTAL PROTECTION AGENCY (EPA)  
BROWNFIELDS HAZARDOUS SUBSTANCES GRANT APPLICATION**

**RANKING CRITERIA FOR ASSESSMENT GRANTS**

**1. Community Need:** Roscommon County (the County) is located in the north-central portion of Michigan's Lower Peninsula. The County is dominated by forested land, wetlands, and lakes. According to the County's 2010 Master Plan (*Roscommon County Master Plan for Land Use*), approximately 41% of the land is forest, 32% is wetlands, and 11% is open water largely contained within three major inland lakes, Lake St. Helen, Higgins Lake, and Houghton Lake. Less than 2% of the land in the County is used for residential, commercial, or industrial purposes. The population of the County is approximately 24,449 and none of the villages or townships has populations over 10,000 people. These communities are identified as "micro communities" by the Environmental Protection Agency (EPA).

Tourism and service industries have been the foundation of the County's economy for over 40 years but, between 2000 and 2011, the economy was decimated by the economic downturn in Michigan due to declines in the automobile industry and the national recession that began in 2007. Due to these poor conditions, the County experienced significant declines in tourism resulting in closures of businesses, loss of employment, increases in home sales and foreclosures, and decreases in population. Today residents face a lack of quality jobs. A shrinking tax base and fewer residents have also impacted the local municipalities and the County resulting in a reduction in services. In 2009, the County received a Hazardous Substances Assessment Grant and successfully used the funds to redevelop brownfields and create jobs. The County is in need of another Hazardous Assessment Grant (the Grant) to build upon previous successes and provide opportunities to businesses and residents through redevelopment of brownfields. The following section will detail the targeted communities in the County and the effects of brownfields in those communities. It will also present the environmental, health and/or welfare, and economic challenges created by brownfields and faced by the targeted communities. The County's responses to Threshold Criteria are included in Attachment 1, and a letter of acknowledgment from the Michigan Department of Environmental Quality (MDEQ) is included in Attachment 2.

**a.) Targeted Community and Brownfields:** i.) The County is challenged by its size and micro communities. The Grant is a way to stimulate redevelopment in the micro communities that lack the resources to address brownfields. The County identified four targeted brownfields, distributed between the targeted communities of Roscommon, St. Helen and Houghton Lake, that will be assessed upon receiving the Grant funds. Roscommon is the County seat and located in the north central portion of the County. It was incorporated in 1885 and was home to logging operations. The village encompasses 1.49 square miles. The south branch of the Ausable River flows through the village and the Lake State Railroad follows the river through the village.

St. Helen is located in the east portion of the County on the east side of Lake St. Helen. The town encompasses 5.0 square miles and was established in 1870s during a boom in lumber operations. The Lake State Railroad line also traverses through St. Helen and was the main form of transportation for goods from the 1900s through the 1970s. Houghton Lake is located in the west central portion of the County along the south end of Houghton Lake, the largest water body in the County. The community encompasses 5.9 square miles and the major transportation route Michigan Highway 55 (M-55) run east to west through the Houghton Lake community. As with the other targeted communities, Houghton Lake's history is centered on lumbering with sawmills and shipping facilities. By the 1950s Houghton Lake and the County as a whole became a tourist destination in Michigan.

As the economies of these communities moved toward tourism, gasoline stations, automobile and recreational vehicle repair shops, dry cleaners, and other commercial businesses sprang up along the main transportation corridors and adjacent to the major lakes. These areas were also residential neighborhoods and recreational areas. The County will use the Grant to assess the brownfields in the targeted communities with the major outcome of redeveloping sites, creating jobs, and protecting natural resources.

**ii) Demographic information:** Demographic information for the County as well as Roscommon, St. Helen, and Houghton Lake is presented on Table 1. Due to their small populations, unemployment rates were not available for of Roscommon, St. Helen, and Houghton Lake. As



shown on Table 1, the unemployment rate and poverty rate in the County exceeds those of Michigan and the United States, and median household incomes are almost \$25,000 less than that of Michigan. A more compelling story is shown by the demographics for Roscommon. This is the poorest area in the County and has the highest minority population. The demographics show that residents in Roscommon County, especially the targeted communities of Roscommon, St. Helen, and Houghton Lake, need help and the Grant will provide this through assessment of brownfields, which will help stimulate redevelopment. The economic effects of brownfields in the County and targeted communities are discussed in Section 1.c.

**Table 1 – Demographic Information**

	Village of Roscommon	St. Helen	Houghton Lake	Roscommon County	Michigan	United States
Population	1,075 <sup>1</sup>	2,668 <sup>1</sup>	3,427 <sup>1</sup>	24,449 <sup>1</sup>	9,883,640 <sup>1</sup>	308,745,538 <sup>1</sup>
Unemployment:	NA	NA	NA	11.3% <sup>2</sup>	8.8% <sup>2</sup>	7.2% <sup>2</sup>
Poverty Rate:	47.3% <sup>3</sup>	25.5% <sup>3</sup>	26.1% <sup>3</sup>	21.6% <sup>3</sup>	16.3% <sup>3</sup>	15.1% <sup>3</sup>
Percent Minority:	12.3% <sup>1</sup>	3.3% <sup>1</sup>	2.0% <sup>1</sup>	2.9% <sup>1</sup>	20.7% <sup>1</sup>	26.7% <sup>1</sup>
Median Household Income:	\$17,321 <sup>3</sup>	\$25,616 <sup>3</sup>	\$27,894 <sup>3</sup>	\$33,542 <sup>3</sup>	\$48,471 <sup>3</sup>	49,445 <sup>3</sup>

<sup>1</sup>Data is from the 2010 U.S. Census data and is available at <http://www.census.gov>.

<sup>2</sup>Data is from the Bureau of Labor Statistics and is available at [www.bls.gov](http://www.bls.gov)

Michigan Department of Technology, Management, and Budget – Labor Market Information, November 2013

<sup>3</sup>Data from 2010 American Community Survey and is available at

[http://www.census.gov/newsroom/release/archives/income\\_wealth/cb11-157.html](http://www.census.gov/newsroom/release/archives/income_wealth/cb11-157.html)

State and County Quickfacts and is available at [quickfacts.census.gov](http://quickfacts.census.gov).

**iii) Brownfields:** The County is concerned about identifying and assessing brownfields in all the communities but has focused on the four targeted brownfields located in Roscommon, St. Helen, and Houghton Lake for this application. The Michigan Department of Environmental Quality (MDEQ) identified 107 contaminated sites located in the County. These sites are predominately located in the communities along the shorelines of Houghton Lake, Higgins Lake, and Lake St. Helen. In addition to the MDEQ sites, the County estimated, based on reconnaissance another 50 to 70 additional potential brownfields consisting of former service stations, marinas, engine repair facilities, salvage yards, dry cleaners and industrial sites. Typically, these sites are less than five acres in size and comingled residential and commercial sites. Table 2 presents the targeted brownfields along with brief descriptions of past land use, potentially related environmental issues, and current conditions.

**Table 2 – Target Brownfields**

Site Location/Contaminants	Health Effects <sup>1</sup>
<b>AuSable Drug, Roscommon:</b> Located in downtown Roscommon, the site was formerly a drug store but has been closed for over 10 years. Potential contaminants are asbestos and lead-based paint.	Exposures to lead affect mental and physical growth of children and cause reproductive, neurological and cardiovascular damage; asbestos is a known human carcinogen.



**Table 2 – Target Brownfields**

Site Location/Contaminants	Health Effects <sup>1</sup>
<b>Former Auto Dealership, Roscommon:</b> Located in downtown Roscommon, the site formerly used for automotive sales and repairs. The site is occupied by a vacant building and, no access controls, poses a threat to the residents in the adjoining neighborhoods to the west and south. Subsurface contaminants threaten the Ausable River ecosystem. Potential contaminants are volatile organic compounds (VOCs), heavy metals, lead, and hydrocarbons (PAHs).	Contaminant exposures can affect central nervous system, cause liver/kidney damage, birth defects/reproductive problems, ulcers and cancer.
<b>Carters Cove Marina, St. Helen:</b> Located in a residential area and on Lake St. Helen, the former marina site is developed with several vacant buildings and the property is in foreclosure. Potential contaminants are VOCs, PAHs, and heavy metals. The site poses a threat the water quality of Lake St. Helen and the residential neighborhood to the south and west of the site.	Contaminant exposures can affect central nervous system, cause liver/kidney damage, and VOCs/PAHs are known human carcinogens.
<b>H&amp;L Rental, Houghton Lake:</b> Located in Houghton Lake along M-55, the site was formerly an equipment rental shop. The site is currently vacant and is in tax forfeiture to the County. Potential contaminants are VOCs, PAHs, solvents, asbestos, and lead-based paint. The site poses a threat to the residential neighborhood to the north, east, and south and to Houghton Lake located 600 feet east.	Contaminant exposures can affect central nervous system, cause liver/kidney damage, and VOCs/PAHs are known human carcinogens. Exposures to lead affect mental and physical growth of children and cause reproductive, neurological and cardiovascular damage; asbestos is a known human carcinogen.

<sup>1</sup> Agency for Toxic Substances and Disease Registry (ATSDR), ToxFAQs

Soil and groundwater impacts are likely present at these targeted brownfields as well as the hundreds of other brownfields in the County. In addition to the real environmental concerns at these sites, the perception of residents and businesses in these communities is that the sites are nearly impossible to redevelop because of subsurface contamination or contaminated buildings. This perception has limited redevelopment opportunities for these prime locations.

**iv) Cumulative environmental issues:** As stated in Section 1, less than 2% of the land in the County is used for residential, commercial, or industrial purposes. This creates a significant problem due to dense clusters of development comingling residential, commercial, and industrial sites along the shorelines of the major lakes. These clusters create traffic congestion, especially in the summer months when tourists are visiting the area. The excessive traffic conditions impact the air quality and surface water quality through contaminated stormwater run-off into the lakes, streams, and wetland areas.

Another environmental issue is hydraulic fracturing in Roscommon County. The southern and northeastern portions of the County have significant oil and natural gas wells fields but, beginning in 2012, developers began leasing land and started hydraulic fracturing (fracking) operations. The County estimates that approximately 90% of the residents in the County get their drinking water from private water wells. The excessive amounts of water used in fracking and the potential for contaminants associated with the process to enter the aquifer are a real concern for residents. The specific chemical contamination threats to groundwater posed by fracking are unknown. The identities of the chemicals used in the fracking process have not been disclosed to the residents because developers claim that the chemical mixtures used are “proprietary” business secrets that



cannot be revealed. The other concern is the environmental health of Houghton Lake, Higgins Lake, and Lake St. Helen as well as the streams, creeks, wetlands, and other natural resources. Contaminants released to these natural resources can destroy sensitive habitats of these resources.

Abandoned landfills are another cumulative environmental issue for the County. There are 11 townships and each had a local landfill or dump operating between the 1950s and 1980s. Each of towns/villages also had a local dump. These sites were filled or capped and forgotten as larger waste management operations were constructed. These sites represent real threats to residents living near them through potential exposure to residual contamination through inhalation of intruding vapors, consumption of impacted groundwater, or direct contact and inhalation of contaminated soil particulates.

**b.) Impacts on targeted community:** The County is concerned about brownfields that represent threats to the health/welfare of sensitive populations primarily consisting of the poor, pregnant women, minorities, children, and the elderly. Health issues like asthma, cancer incidence rates, high infant mortality rates, birth defects, low birth rates, and high premature birth rates have all been linked to exposure to contaminants identified at the targeted brownfields. Table 3 presents asthma prevalence rates, lung/bronchus and colon cancer incidence rates, cancer death rates, and infant mortality rates for the County. These statistics were not available for the targeted communities of Roscommon, St. Helen, and Houghton Lake.

<b>Table 3 – Disproportionate Health Effects</b>					
	<b>Asthma Prevalence</b>	<b>Lung/Bronchus Incidence Rate</b>	<b>Colon Incidence</b>	<b>Cancer Death Rate</b>	<b>Infant Mortality Rate</b>
U.S.	8.5% <sup>1</sup>	61.4 <sup>3</sup>	45.0 <sup>3</sup>	176.4 <sup>3</sup>	6.4 <sup>4</sup>
Michigan	9.5% <sup>2</sup>	72.1 <sup>3</sup>	46.1 <sup>3</sup>	182.0 <sup>3</sup>	7.3 <sup>4</sup>
Roscommon	13.5% <sup>2</sup>	86.6 <sup>3</sup>	51.1 <sup>3</sup>	201.7 <sup>3</sup>	7.7 <sup>4</sup>

<sup>1</sup>American Lung Association, *Trends in Asthma Morbidity and Mortality, 2010*, <sup>2</sup>Asthma Initiative of Michigan Department of Community Health, Division for Vital Records & Health Statistics, 2004-2006, <sup>3</sup>1985-2010 Michigan Resident Death Files, Division for Vital Records & Health Statistics, Michigan Department of Community Health, <sup>4</sup>2006-2010 Michigan Resident Death Files and Michigan Resident Birth Files, Vital Records & Health Statistics Section, Division for Vital Records and Health Statistics, Michigan Department of Community Health

Roscommon County has higher rates of asthma, lung/bronchus cancer, colon cancer, death due to cancer, and infant mortality rates than Michigan and the United States. A strong correlation exists between race, socioeconomic status, and asthma. African Americans are over four times more likely to be hospitalized for asthma than Caucasians, as are children from impoverished areas versus those in high-income areas (*Michigan Department of Community Health, Disparities in Michigan's Asthma Burden, 2005*). Although there is a low minority population in the County, the sensitive populations live in the most susceptible areas and are disproportionately impacted by the brownfields. The highest minority population in the County is in Roscommon (12.3%) and, coincidentally, this is the poorest area in the County. These residents, without a doubt, are negatively and disproportionately impacted by brownfields.

Cancer incidence and death rates are elevated in the County and it is not hard to conclude that residents, especially the sensitive populations, are negatively impacted by nearby brownfields. The infant mortality rate per 1,000 for the County is also higher than those in Michigan and the United States. When this information is combined with the elevated asthma, cancer incidence, and cancer death rates presented in Table 3, it is apparent that brownfields are negatively impacting pregnant women, children, and the other sensitive populations. A long term goal for this Project is to lower these rates over time through the grant-funded assessment and cleanup planning to stimulate remediation and redevelopment of brownfields.

Another health/welfare issue is the migration of contaminants to Houghton Lake, Higgins Lake, Lake St. Helen, and the drains and tributaries that feed these lakes. Surface contamination, contaminated stormwater run-off, and migration of contaminated groundwater from sites like the **Former Auto Dealership** in Roscommon, **Carters Cove** in St. Helen, and **H&L Rental** in Houghton Lake negatively impact the lakes and wetlands, threatening the sensitive habitats of the





lakes and other water bodies. These sources of contamination also represent real threats to all residents and tourists that use the lakes for recreational purposes. The Central Michigan District Health Department-Roscommon County Branch Office reported that nearly 90% of the residents in Roscommon County receive their drinking water from private wells. Contaminated groundwater from brownfields is a significant health concern for the County. The Grant will help identify areas of concern that are impacting sensitive populations and natural resources, and will allow for cleanup planning to remediate contamination.

**c.) Financial Need: i.) Economic Conditions:** The County identified the need of attracting businesses that will provide good paying jobs for residents in impoverished areas like Roscommon, St. Helen, and Houghton Lake. According to labor market information provided by the Michigan Department of Technology, Management, and Budget, between 2006 and 2011, approximately 113 businesses closed resulting in the loss of 1,022 jobs. These business closures created nearly 100 brownfields while increasing poverty levels throughout the County. Collateral damage associated with these closures is lower tax bases for the County and its micro communities, which are struggling to provide essential services to residents (fire, police, waste management, etc.) and have insufficient funds to support brownfield assessment and redevelopment activities. At the County level the situation is no better, less tax revenues and state revenue sharing, coupled with higher operating costs has led to a shrinking county budget and no funds are available to assist the communities.

**ii.) Economic effects of brownfields:** As shown on Table 1, the unemployment rate in the County is higher than the state and national unemployment rates. This underscores why the County is focused on brownfields redevelopment, to attract new businesses and create employment opportunities for residents. The unemployment rate ties directly to the poverty rates for the County (21.6%), Roscommon (47.3%), St. Helen (25.5%), and Houghton Lake (26.1%). The median income for these communities shows that the targeted communities are generally \$20,000 to \$30,000 less than Michigan. There is a lack of jobs, especially quality jobs, in the County. Roscommon has the highest minority population in the County, the highest poverty rate, and lowest median household income. Sensitive populations in Roscommon are being negatively impacted in multiple ways. They live near the brownfields, have higher rates of health effects related to issues associated with brownfields, and cannot find jobs or make enough money to move away.

Another economic effect of brownfields is the vacant/blighted properties in the County's micro communities. It seems that once a business in a micro community closes, there is nothing to take its place. This trend is leading to increased disinvestment in these communities. The County needs the Grant to address the targeted brownfields (**AuSable Drug, Former Auto Dealership, Carters Cove, and the H&L Rental sites**) and other brownfields in micro communities throughout the County that are contributing to the blight and negatively impacting residents.

In 2009, Roscommon County was awarded a Hazardous Substance Assessment Grant (\$200,000) that was depleted by the end of the grant agreement in June 2012. The successful grant project provided initial funds for assessment of ten properties in the County. The FY2014 Assessment Grant funding the County is requesting (\$200,000) will help continue activities begun by the previous Assessment Grant and facilitate redevelopment of the County's brownfields.

## **2. Project Description and Feasibility of Success:**

**a.) Project Description: i.)** According to the County's Master Plan for Land Use, the overall goals of the County are to: 1) increase economic development; 2) create healthy and vibrant communities; 3) use and maintain existing infrastructure and improve electrical grid and broadband availability; and 4) protect and promote the natural resources and recreational areas throughout the County. These goals are also shared by the targeted communities of Roscommon, St. Helen, and Houghton Lake. The identification and assessment of brownfields in communities throughout the County will achieve each goal listed above. By focusing on these areas the County will increase economic development through brownfield assessment and redevelopment and will lead to the creation of more vibrant and healthy communities. These activities will allow for the reuse of existing infrastructure. The assessment of brownfields will also identify and address environmental concerns that are impacting the natural resources (i.e. groundwater and surface water). The Project



will also allow the County to combat community disinvestment by enhancing communities and creating places where people/residents want to live and work.

The Project will focus on sites that will provide real redevelopment potential, create jobs for residents, and continue the progress of the 2009 Hazardous Substance Assessment Grant. The County plans to redevelop the **AuSable Drug** site as a commercial development in downtown Roscommon that will help maintain the local character and enhance the community. The **Former Auto Dealership** site will be redeveloped as a small business incubator that will be associated with Kirtland Community College and will provide assistance to residents who are looking to start a business. The **Carters Cove** site will provide opportunities for a mixed-use development in St. Helen on Lake St. Helen. The **H&L Rental** site is a prime redevelopment location along M-55. The redevelopment goal is a sustainable business that creates jobs and enhances the community.

Following the award announcement, the County will engage communities to inform them of the Grant and present approaches to spending the Grant while incorporating community suggestions as needed. A draft of the Project work plan will be prepared and finalized following EPA approval and the information will be provided with the Cooperative Agreement. The County will set up electronic funds transfer, submit program and financial quarterly updates, enter property profile data into the Assessment, Cleanup, and Redevelopment Exchange Systems (ACRES), and document site selection. The County will retain a qualified environmental consultant to assist with grant management operations, prepare the Quality Assurance Project Plan (QAPP), perform the technical assessment work, and assist with the required reporting. Assessment work will consist of Phase I Environmental Site Assessment (ESA) and/or a Phase II ESA. The Phase I ESA will be conducted according to the requirements of All Appropriate Inquiry (ASTM Standard E1527) for investigating current, historical, and regulatory issues associated with the site and nearby properties to identify recognized environmental conditions that may indicate the presence of contamination. Prior to commencing Phase II ESA activities, a Sampling and Analysis Plan (SAP) and Health and Safety Plan (HASP) will be prepared and submitted to EPA for review and approval. After completion of initial assessment activities, additional safe use or remedial investigations may be needed to further define the extent of contamination and design environmental response actions for cleanup and safe future use of the site. In Michigan, a component of the assessment for a brownfield where sale and redevelopment are planned is completion of a Baseline Environmental Assessment (BEA), which provides a prospective purchaser/operator liability protection for existing contamination.

ii.) The County's Economic Development Corporation (EDC), supported by staff from other County offices and a qualified environmental consultant (the project team), will lead the community-oriented grant project to support revitalization. The project team will begin by preparing an overall 36-month project budget to ensure the project remains on schedule. The project team will meet monthly to ensure individual projects are progressing, the overall project schedule benchmarks are being met, and the grant project is completed within the three-year grant cycle. The County's project management approach will focus on identifying and addressing brownfields in the towns/villages with existing services and infrastructure that represent prime sites to attract businesses/employers, and protect the natural resources. The catalyst for this Project will be grant-funded assessment of the targeted brownfields identified in Section 1(a). Phase I ESAs and Phase II ESAs will be completed to identify the potential environmental concerns, determine the nature and extent of contamination, evaluate exposure pathways, conduct cleanup planning to determine appropriate mitigation/remediation strategies that are protective of human health and the environment, and support redevelopment activities.

The County plans to allocate 80% of the Grant to support redevelopment of brownfields in cities/villages with imminent redevelopment potential. The remaining 20% of funds will be divided between sites that pose a threat to human health or the environment, long term development potential consistent with the goals of the County; and/or protection of recreational areas. Site access will be obtained for property transactions via the purchase agreement; for foreclosures access will be obtained from the County or lender depending on the type of foreclosure (tax or loan); and the County will obtain access through local nuisance abatement authority or work with MDEQ for sites that present an imminent threat to public health. Two of the four targeted brownfields are





publically owned therefore access is not an issue at these sites and Grant funds will be used immediately. The owners of the other two sites (**AuSable Drug and Former Auto Dealership**) have agreed to the use of grant funds to assess the site and grant access.

To assist with technical aspects of project management, the Coalition will procure the consultant in accordance with applicable requirements of 40 CFR Parts 30 or 31. The consultant will have managed similar assessment grant projects and have the capacity to complete the Project in 3 years. The consultant will also have experience leveraging state grants or loans, tax credits, and other incentives. The process of environmental consultant procurement will begin following approval of the EPA work plan for the Project.

iii.) The selection of the targeted brownfields in Roscommon, St. Helen, and Houghton Lake demonstrates the County's focus on assessment and redevelopment of sites in the towns/villages that have services and existing infrastructure, which is a land use goal that was described in Section 2.a.i. The other land use goals of creating healthy and vibrant communities and protecting/promoting natural resources and recreational areas will also be major factors in the site selection process. The County will select sites for assessment that are high-profile to local units of government in the County, and/or Project partners. High-profile sites are defined by a community's interest in site redevelopment (fire station, library, schools, community centers, etc.); interest from an end user (developer or business); or suspected public health concerns (human health and natural resources). The County will use the services of a qualified environmental consultant to assist with inventorying brownfields. The list will be identified from Michigan Department of Environmental Quality (MDEQ) databases of contaminated sites and sites reported by local municipalities, health departments, and residents. The sites will be prioritized according to criteria based on the County's goals presented in Section 2.a.i. The County will also base site selection on site eligibility. For Sites contaminated with hazardous substances the EPA will determine eligibility.

b.) **Task Description and Budget Table:** The County requests \$200,000 of EPA brownfield funds to assess brownfields contaminated with hazardous substances and continue identification/prioritization and assessment of these types of sites. The Project tasks and estimated costs associated with each Assessment Grant are shown in Table 4. A narrative summary of each Project task and the basis for costs, as well as the projected outputs, is also included in this section.

<b>Table 4 – Budget for Hazardous Substances Assessment Grant</b>						
<b>Budget Categories</b>	<b>Task 1 Programmatic Costs</b>	<b>Task 2 Community Outreach</b>	<b>Task 3 Site Inventory</b>	<b>Task 3 Site Assessment</b>	<b>Task 4 Cleanup Planning</b>	<b>Total Grant Budget</b>
Personnel	\$1,400	\$600				<b>\$2,000</b>
Fringe Benefits						
Travel	\$3,600	\$400				<b>\$4,000</b>
Equipment						
Supplies		\$400				<b>\$400</b>
Contractual		\$1,100	\$500	\$182,000	\$10,000	<b>\$193,600</b>
Other (Legal)						
<b>Total Grant Budget</b>	<b>\$5,000</b>	<b>\$2,500</b>	<b>\$500</b>	<b>\$182,000</b>	<b>\$10,000</b>	<b>\$200,000</b>

**Task 1: Programmatic Costs:** The Project includes projected programmatic costs of \$5,000. Costs include personnel costs of \$1,400 (35 hrs at \$40/hr) for overseeing the Cooperative Agreement, quarterly reporting, and accounting/financial reporting system; participation in brownfield/economic development workshops; RFQ preparation to procure an environmental consultant and oversee consultant contract terms and activities; track outputs/outcomes, apply for project leveraging funds from local, state, and/or federal agencies; and seek funding partners.



Costs for travel and attendance at two EPA annual Brownfields Conferences and one other brownfields training program (\$1,200 per trip) are also included. The County will provide all personnel costs as in-kind staff resources during the grant cycle.

**Task 2: Community Outreach:** The Project budget includes Community outreach costs of \$2,400. These costs include personnel costs of \$600 (15hrs at \$40/hr) for coordination of 4 public meetings, 7 stakeholder meetings, preparation of FAQ sheets, presentations for outreach, and updating websites and other social media to maintain outreach. Contractual costs of \$1,100 are included for coordinating and conducting community involvement and outreach programs and meetings. Anticipated supplies costs of \$400 for advertising, postage, preparing, printing, and mailing project and site information and marketing pamphlets, documents, etc. The output of community outreach meetings and information will be at least 4 kick-off meetings and 30 monthly update meetings.

**Task 3 - Site Inventory:** The Project budget for site inventory activities includes maintaining and updating. The Site Inventory and Selection costs are \$500. This includes collection of eligibility data for sites, input of data into EPA's ACRES and GIS database, and showing priority sites to interested parties. These activities will be supported by the retained environmental consultant who will assist with research and in compiling the inventory list throughout the grant cycle at an estimated cost of \$500. The output will be updating the brownfields inventory and site prioritization databases, with progress documented in the quarterly reports.

**Task 4: Site Assessment:** Selected brownfields will be evaluated through performance of Phase I and Phase II Environmental Site Assessments (ESAs). The assessments will be conducted in compliance with the requirements of All Appropriate Inquiry, applicable ASTM standards and practices, and requirements of Michigan's Voluntary Cleanup Program (VCP) pursuant to Part 201 of the Michigan Natural Resources and Environmental Protection Act of 1994, as amended. In Michigan, a component of the VCP for a brownfield where sale and redevelopment are planned is completion of a Baseline Environmental Assessment (BEA). The County anticipates Phase I ESA costs of approximately \$5,000 and Phase II ESA costs ranging from approximately \$25,000 to \$50,000. The County's estimate for site assessment costs is \$182,000 based on conducting 6 Phase I ESAs at a cost of \$5,000 each (\$30,000 total), 4 Phase II ESAs at a cost of \$34,625 each (\$138,500 total), and 3 BEAs at an average cost of \$4,500 (\$13,500). The Project outputs of the number of Phase I and Phase II ESAs will be reported to the EPA on a quarterly basis.

**Task 5: Cleanup Planning:** The County will conduct cleanup and redevelopment planning as needed for brownfields where redevelopment is imminent and such activities will facilitate the redevelopment. Where exacerbation of contamination may be an issue during redevelopment and future use, a VCP "Due Care" obligation to protect human health is placed on owners of contaminated sites in Michigan. Pre-development environmental response actions, construction activities, and future site use must be designed to satisfy imminent and continuing obligations to protect the health of site users and third parties and prevent exacerbation of contamination. The County's cleanup and redevelopment activities may also include preparing a Remedial Action Plan (RAP), assessment of brownfield cleanup and redevelopment alternatives, evaluation of institutional and engineering controls, and preparation of Brownfield Plans and Work Plans to support acquisition of tax increment financing (TIF) under the Michigan Brownfield Redevelopment Act (Act 381 of 1996, as amended). Contractual costs for this task are \$10,000. The County estimates up to 2 cleanup plans will be prepared at an average cost of \$5,000 per plan. The number of Cleanup Planning reports will be reported to the EPA as Project outcomes on a quarterly basis.

**c.) Ability to leverage:** The County has experience leveraging funds (e.g. over \$140,000 of private and public investment leveraged from the 2009 Assessment Grant), and understands that the Grant funds vital for the initial phases of the Project by covering costs for assessment activities needed to support liability management, project design, and remediation planning. However, other funds are critical to complete the revitalization of brownfields. Table 5 identifies local sources/resources the County can access to supplement assessment and support cleanup and redevelopment.



**Table 5 – Local Leveraging Sources**

<b>Source</b>	<b>Resources Leveraged/Role of Resources</b>	<b>Estimated Value</b>	<b>Likelihood</b>
Roscommon County	1) Meeting rooms, educational materials, and staff needed for press releases, meetings/hearings, website updates, maintenance of Facebook /LinkedIn to support community outreach.  2) Staff to document site selection process and oversee the grant financial transactions to support programmatic activities.	<b>\$1,200</b> for outreach meetings (\$100 rental rate)  <b>\$20,000</b> for outreach/site selection/website updates(500 hrs at \$40/hr)	100%  In-kind resources
Village of Roscommon <sup>1</sup>	Meeting rooms, provide staff to assist with press releases and to support community outreach in the Village of Roscommon	Dependent on request from the County	100%  In-kind resources
Roscommon Downtown Development Authority <sup>1</sup>	Will use façade grants and fund to improve sidewalks and streetscapes for brownfield projects in the Village of Roscommon.	Depends on the type of redevelopment.	100% - if approved by DDA
Michigan Economic Development Corporation	Tax increment reimbursement of eligible costs; grants, loans or other assistance.	Depends on cost of activities and value to redevelopment	100% if approved by MEDC

<sup>1</sup> Commitment letters are included in Attachment 3.

To support supplemental assessment and environmental response activities, the Coalition can tap the following additional sources from the EPA:

- Revitalization Revolving Loans (\$1 million) – support the redevelopment of brownfield properties by providing low-interest loans to local units of government and other public bodies to investigate and remediate sites of known or suspect contamination.
- MDEQ Redevelopment Grants (\$1 million per site) and Site Reclamation Program Grants (\$2 million per site) – provide funding to local units of government or public bodies to investigate and remediate known sites of contamination in preparation for redevelopment.
- Additional EPA Assessment, Cleanup, and Revolving Loan Fund (RLF) Grants – additional Assessment Grants (up to \$1 million per grant), Cleanup (\$200,000 per grantee-owned site), and RLF (up to \$1 million);
- EPA Clean Water State Revolving Fund – loans for cleanup/remediation activities.
- US Department of Agriculture Rural Development Loans and Grants – Loan and grants can be for business and industry or housing and community facilities in communities with less than 20,000 residents. Loan amounts are typically less than \$10 million. Grant amounts can range from \$10,000 to \$500,000.

### **3. Community Engagement and Partnerships**

**a.) Plan for involving targeted community and other stakeholders and communicating project progress:** The County believes it is imperative to provide residents and community organizations with opportunities to become informed, educated, and engaged through all phases of the Project. The County proposes a community engagement plan that follows principles used while preparing the Master Plan. Community engagement and involvement is critical to this Project. The residents in the targeted communities of Roscommon, St. Helen, and Houghton Lake understand what makes their communities special and can provide valuable input that will help shape the future of their



communities. The County knows the most effective way to engage residents and stakeholders is by providing information in local newspapers, newsletters, on local radio stations, and local municipal websites.

The proposed engagement plan will consist of three parts: 1.) notification of the Grant award, 2.) initial meetings and outreach for planning purposes, and 3.) on-going education and communication during site selection, cleanup decisions, and reuse planning. A more detailed description is represented below.

- 1.) Following the EPA award notice for the new Grant, the County will announce the award through a press release to local newspapers (*Houghton Lake Resorter*, *Ogemaw County Herald*, and *Crawford County Avalanche*), and on the County's website ([www.roscommoncounty.net](http://www.roscommoncounty.net)). The County will also establish a Facebook page and LinkedIn group for the Project that will allow interaction with residents. To reach the less literate residents or those without Internet service the County will place advertisements on the local public radio stations (WQON 101.1 FM, WRDS 104.3 FM, WUPS 98.5 FM). The County will notify its community partners (Section 3.b.) to assist with the community notification. The County does not have a significant Hispanic or minority population however, announcements or documents will be presented in Spanish or other foreign languages at municipal buildings if requested or deemed necessary by the County or community partners.
- 2.) The County will set up 3 initial meetings to educate residents and stakeholders in the targeted communities about the Grant and solicit opinions and ideas about the Project planning that will be incorporated into the work plan. Meetings will be held at the municipal buildings in Roscommon, Houghton Lake, and St. Helen. These meetings will present information about the assessment of the targeted brownfields and request input about additional brownfields and redevelopment ideas in each targeted community. The County will stress the importance for residents to attend these meetings and help shape the future of their communities. After a draft work plan is prepared, it will be posted on County and local municipal websites and Facebook, and hard copies will be made available at the County building and public libraries to ensure access for those without adequate information technology availability, knowledge, or experience.
- 3.) Throughout the Project, site selection for assessment and brownfield prioritization will follow the goals presented in Section 2.a.i. Project updates will be provided monthly at Roscommon County Economic Development Corporation meetings and Roscommon County Board meetings. County representatives will also attend town meetings, local downtown development authority meetings and/or community organization meetings to discuss the Project and/or specific site assessments. If needed, a translator will be employed to assist the Hispanic communities in participating in the public participation process.

Following completion of an assessment, the primary information flow will be outward to the community, notifying local stakeholders about assessment activities, providing results of the assessments, and explaining health and environmental impacts. The County will provide information and ask for input from residents of the communities where assessments were conducted. Cleanup decisions and reuse planning will be presented to residents and the planning will continue to be driven by the common County goals and will integrate equitable development or livability principles for the cleanup and revitalization of the sites.

**b.) Partnerships with government agencies:** The County will continue its partnership with the Michigan Department of Environmental Quality (MDEQ) to help ensure appropriate assessment and cleanup of priority brownfields. These programs will be conducted in compliance with the rules and guidance promulgated by the MDEQ pursuant to Michigan's Voluntary Cleanup Program (VCP). The County will coordinate with MDEQ staff for VCP technical support, resolution of regulatory or procedural issues, and interpretation of rules and guidance documents. When contamination is discovered on brownfields, the cleanup criteria established by the MDEQ will be used to identify and address on-site health and environmental threats posed by the contamination. When tax increment financing is used to reimburse costs of environmental activities associated with



brownfields, the MDEQ must review and approve work plans for the environmental response actions. The MDEQ will also review and approve Remedial Action Plans (RAPs) for brownfields where response actions are completed.

The County partnered with the Central Michigan District Health Department (CMDHD) during the previous grant project and CMDHD will continue to be consulted about protecting the public health and the environment during assessment, cleanup, and redevelopment of brownfields during this grant project. If contamination discovered through assessment of brownfields has the potential to negatively impact the health of local populations, the County will notify the MDEQ and CMDHD; these entities will team with the County as partners. The expertise and experience of CMDHD will be called upon to help identify/verify off-site health threats posed by identified contamination; identify related toxicological issues and perform risk evaluations with assistance from the Agency for Toxic Substances and Disease Registry (ATSDR); design and conduct notification/education programs; and coordinate health testing (e.g., blood-lead tests) if migration of contamination from a brownfield site is confirmed.

**c.) *Partnerships with community organizations:*** The four following community-based organizations will be directly involved in the assessment grant project: Higgins Lake Foundation, Crawford-Roscommon Conservation District, the Roscommon County Michigan State University (MSU) Extension, and Michigan Works. Letters of support from each community-based organization are included in Attachment 4.

***Higgins Lake Foundation (HLF)*** The HLF is a nonprofit organization created to preserve the natural beauty of Higgins Lake and its watershed. The HLF uses its funds to support local educational, recreational, and environmental programs that address the use and health of Higgins Lake. The HLF will promote the Project and mobilize volunteers to help to distribute information and assist with inventory activities around Higgins Lake.

***Crawford-Roscommon Conservation District (CRCD)*** The CRCD's mission is to improve the quality of life in Crawford and Roscommon Counties by conserving and improving the natural resources for the benefit of present and future residents and visitors. The CRCD feels that the redevelopment of brownfields coincides with its mission and will promote the Project at their meetings. The County will utilize their relationship with the CRCD to conduct community outreach to inform residents about the Assessment Grant Project.

***Roscommon County Michigan State University (MSU) Extension:*** The Roscommon County MSU Extension is focused on bringing knowledge-based educational programs to the people of Roscommon County to improve their lives and communities. The on-campus faculty of Michigan State University work with staff members based in Roscommon County to provide the residents with programming focused on agriculture and natural resources; children, youth and families; and community and economic development. During the course of the Project, the MSU Extension will provide supplemental staff and volunteers to assist with the identification and ground surveys of potential brownfields throughout the County.

***Michigan Works!*** The mission of Michigan Works! is to produce a local, talented workforce with the required skills to attract, retain and expand businesses and enhance our regional economy. The role of Michigan Works! in the Assessment Grant project will consist of coordinating with the County to determine if employment opportunities are available during brownfield redevelopment projects. They will review their databases to ascertain if qualified local workers are available to assist with jobs related to assessment, remediation, or construction activities at brownfields assessed during the grant project, and place these candidates into appropriate positions.

**4. Project Benefits:** The County chose the four brownfields in Roscommon, St. Helen, and Houghton Lake that are described in this application because of likelihood of contamination and redevelopment potential for each site. A Benefit achieved with this Project will be allowing residents to have input and help shape their communities and this will achieve a major County goal of creating healthy and vibrant communities. Other benefits will be job creation, the removal of contaminants and blight, and protecting the natural resources. This Project will coincide with the County goals of: 1) increasing economic development; 2) creating healthy and vibrant





communities; 3) using and maintaining existing infrastructure and improving electrical grid and broadband availability; and 4) protecting and promoting the natural resources and recreational areas throughout the County. The Project will also provide significant benefits of the health/welfare and environment of the targeted communities, facilitate sustainable redevelopment planning and stimulate economic and non-economic benefits. Table 6 describes redevelopment benefits as compared to community needs for the targeted brownfields and their communities.

<b>Table 6 – Health and Welfare Benefits of Redeveloping Priority Brownfields</b>		
<b>Targeted Brownfields</b>	<b>Reuse/Redevelopment Benefits</b>	<b>Target Problems Addressed/Remedied</b>
<b>AuSable Drug, Roscommon</b>	Commercial redevelopment/job creation; elimination of blight and removal of asbestos and lead-based paint. Will enhance downtown Roscommon and the site uses existing infrastructure.	High poverty rate; low median income; lack of local jobs; high rates of asthma and lung/bronchus cancer and high infant mortality rate.
<b>Former Auto Dealership, Roscommon</b>	Commercial or business incubator redevelopment, elimination of blight, revitalize downtown Roscommon, job creation, contaminant source removal, use of existing infrastructure.	High poverty rate; low median income; Lack of good paying local jobs, high rates of asthma and lung/bronchus cancer and colon cancer, cancer related deaths, high infant mortality rate, contaminants impacting surface water quality of the Ausable River.
<b>Carters Cove, St. Helen</b>	Commercial/mixed-use development on Lake St. Helen; removal of contaminants, use of existing infrastructure.	High poverty rate; low median income; lack of good paying local jobs, contamination impacting surface water quality of Lake St. Helen and groundwater that is a drinking water source for residents; high rates of asthma, lung/bronchus and colon cancer, cancer related deaths,.
<b>H&amp;L Rental, Houghton Lake</b>	Commercial development along the major transportation corridor (M-55); job creation, removal of contaminant source adjacent to residential neighborhood and Houghton Lake, use existing infrastructure.	High poverty rate; low median income; Lack of good paying local jobs, high rates of asthma, lung/bronchus and colon cancer, cancer related deaths.

**a.) Welfare and/or Public Health:** This Project will assess contamination at brownfields and provide remedial planning to facilitate redevelopment of these sites in the targeted communities and other micro communities within the County while creating quality jobs for residents. These types of jobs will reduce poverty by increasing incomes and will promote vibrant walkable downtown areas while supporting local businesses. At the same time, sources of contamination will be removed, abandoned buildings will be demolished or reused; neighborhoods will be revitalized, and the quality of life for sensitive populations and all Coalition residents will improve.

Assessing the targeted brownfields and developing remedial plans with the Grant will facilitate cleanup and redevelopment of brownfields, addressing direct impacts to public health by removing sources of contamination; limiting inhalation, ingestion, and dermal exposures to citizens; improving and protecting the quality of groundwater and surface water bodies; and creating healthier and more vibrant communities. If contamination is found at sites like **Former Auto Dealership, Carters Cover**, and **H&L Rental** it is likely contaminants are migrating from soils to groundwater and into the Ausable River, Lake St. Helen, and Houghton Lake; impacting sediments and water quality of the water bodies and potentially private water wells. The remediation of these sites will eventually improve both surface water and groundwater quality and protect the residents. Asbestos and lead-based paint are major concerns at the **AuSable Drug** and **H&L Rental** sites. Use of the Grant will define the extent of contamination and provide cleanup planning to protect residents living near the sites during demolition or renovation and future employees that will occupy the redeveloped sites. Another concern is potential soil contamination at sites like **Former Auto Dealership, Carters Cover**, and **H&L Rental** that are accessible to residents, especially children that live near these brownfields. If contamination is found on these sites it will be assessed





with regards to direct contact, ingestion, and inhalation exposure pathways. The County will be able to take steps to protect the children by determining what contaminants are present and limiting access to the sites. These types of activities will benefit the residents and natural resources in the targeted communities and will provide guidance for grant funded activities on other brownfields throughout the County.

***b.) Environmental benefits from infrastructure reuse/sustainable reuse***

**i.)** The reuse of infrastructure is one of the County's major goals, especially as it relates to development and redevelopment activities. The reuse of infrastructure helps protect the local character of towns. The Grant will support the redevelopment of sites like **AuSable Drug, Former Auto Dealership, Carters Cove, and H&L Rental** that are located in communities with existing infrastructure and utilities. The immediate benefits from redevelopment of these brownfields will be sustainable development, conserving energy and resources by limiting the need to build new infrastructure, and protection of natural resources by avoiding the extension of new utilities, roads, etc. to undeveloped areas. Many brownfields in the County are abandoned or underutilized commercial/retail structures in the targeted communities. Each of these brownfields is served by infrastructure (e.g. roads, utilities, etc.) sufficient to support redevelopment and reuse without significant additional resource investment. Many of the vacant commercial/retail buildings on these brownfields are structurally sound and only require remodeling and updating to be ready for productive reuse. Redevelopment of such sites epitomizes sustainable development.

The development of **AuSable Drug, Former Auto Dealership, Carters Cove, and H&L Rental** will allow for updating the building systems through the installation of energy efficient heating/cooling and lighting systems that will lead to a reduction in electricity and natural gas usage and reduced operating costs for occupants. The County will also encourage/require the use of "green" site investigation (e.g., in-situ data loggers, direct-push drilling) of the environmental consultant, and will explore using green remediation techniques (e.g., idling reduction plans for equipment, diesel vehicle retrofit technologies and solar-powered equipment and charging systems) for brownfields cleanup and redevelopment. The County will encourage incorporating innovative storm water management techniques (rain gardens, bioswales, etc.), and other sustainable design approaches into brownfields redevelopments, such as demolition and construction materials recycling, and use of low-volatility building materials. When existing buildings must be removed, the County will strongly encourage deconstruction, rather than traditional demolition of buildings. These sustainable development approaches will help reuse existing resources, reduce fossil fuel use and emissions, and minimize energy use and waste generation during brownfields redevelopment.

**ii.)** Supporting redevelopments that ultimately improve the health and welfare of disproportionately impacted sensitive populations, promote economic growth, create healthy vibrant communities, promote reuse of existing infrastructure and sustainable development, and protect the natural resources of the County are in line with the Livability Principles adopted by the partnership between the EPA, the U. S. Department of Transportation, and the U. S. Department of Housing and Urban Development, which include: provide more transportation choices; promote equitable, affordable housing; increase economic competitiveness; support existing communities; leverage federal investment; and value communities and neighborhoods.

***c.) Economic or non-Economic Benefits (long term benefits):***

**i.)** Based on the poverty rates and median household incomes in Roscommon, St. Helen, and Houghton Lake, quality job creation is a major priority that will be stimulated with the help of the Grant. As an example of the economic benefits that will be facilitated by grant-funded assessment and cleanup planning, following remediation of the **AuSable Drug** site, it will be redeveloped as a commercial business. The estimated investment for remodeling is \$750,000. The project will support local construction and engineering companies, positively impact local businesses near the site, and expand the tax bases of Roscommon. Following remodeling, there will be more residents in downtown Roscommon to spend money and enjoy their community. This same scenario would be true for the **H&L Rental** site in Houghton Lake. Another example of the economic benefits is the mixed-use residential and commercial redevelopment of the **Carters Cove** site. The estimated investment for construction and upgrading of the existing site is between \$10 million and \$25



million. The project will support local construction and engineering companies, positively impact local businesses in St. Helen, provide quality housing options that will increase the population and expand the tax bases of St. Helen and the County. Following construction, there will be residents and tourists spending time and money at the **Carters Cove** site and in businesses in St. Helen. The Grant funds being requested in this application will assist the County with the initial steps for redevelopment and will lead to job creation and healthier and more vibrant communities.

ii.) Currently, there is no EPA Environmental Workforce Development/Job Training program in the County. The County will work with Kirtland Community College (KCC) located between Roscommon and St. Helen to identify educational and employment opportunities in the County for provide programs that will help residents acquire the skills necessary for KCC's students in the Science program. Providing opportunities for students and residents to improve/elevate their job skills is a critical piece of this Project. The County will promote hiring programs by local companies that will focus on the students that have completed the job specific programs at the local education centers and will work with MichiganWorks! to identify potential employment opportunities related to the redevelopment project described in this application.

#### **5. Programmatic Capability and Past Performance:**

a.) The County will maintain the Assessment Grant Project Team used during their previous Assessment Grant Project. Ms. Rosalie Myers, the EDC Coordinator will serve as Project Director and oversee the day-to-day activities of the grant. Ms. Myers will also be the primary contact for the public, developers, and government officials. She has been the EDC Coordinator for almost five years and responsible for community outreach and marketing for the County. Ms. Myers is also Secretary of the Houghton Lake Public Library Board of Trustees; Vice-Chair of the Roscommon County United Way, and a lifetime member of the Houghton Lake Historical Society. Before coming to the EDC, Ms. Myers was co-owner of a land surveying company for 23 years. Her duties included scheduling personnel, invoicing, and maintaining clients. Ms. Myers has also been a resident of Roscommon County for 38 years.

Ms. Abby Roth, with the Roscommon County Controller's office, will oversee the financial aspects and transactions of the Assessment Grant. Ms. Myers and Ms. Roth will work together on the reporting requirements for the Grant activities. This team oversaw the 2009 Hazardous Substance Assessment Grant and the County will strive to maintain the grant management team in place during the entire grant period.

The County's plan for management continuity in the event of loss of the project director relies on management depth and ready availability of the following personnel to maintain uninterrupted operations and ensure a smooth succession: 1) a trained and capable supervisor, 2) experienced environmental consultant, and 3) an experienced EPA Assessment Grant Project Director on staff in another County department. From day one, the proposed project director's supervisor, Cheryl Mollard, Roscommon County Controller, will be integrally involved and become intimately familiar with grant operations so she can immediately step in as either interim or replacement project director in case of loss or re-assignment of the active project director. She will be supported by a highly competent environmental consultant experienced in all aspects of EPA Assessment Grant management. The County will procure the consultant in accordance with applicable requirements of 40 CFR Parts 30 or 31. The consultant will have managed Assessment Grant projects and be familiar with all programmatic requirements to be selected to support the County's grant program. These members of the project team will have the primary responsibility for continued operations, selection and training of a successor project director, and training of any new team members.

b.) **Adverse Audits:** An audit of the County's management of its FY2009 EPA Assessment Grant was conducted in 2011. The audit findings indicated that MBE/WBE Utilization Reports were not submitted on a semi-annual basis. The County was not aware the reports were due on a semi-annual basis and was submitting the reports annually. The County implemented procedures to ensure the MBE/WBE Utilization Reports were submitted in accordance with EPA requirements. The County submitted their remaining reports in a timely manner.



**c.) Past Performance:** The EPA awarded Roscommon County a \$200,000 Hazardous Substance Assessment Grant in 2009. Following the FY2009 grant award announcement, the County developed a Work Plan and negotiated a Cooperative Agreement (CA) with the EPA. The County submitted and received approval for its project Quality Assurance Project Plan (QAPP) and has complied with the terms and conditions of its CA; prepared and submitted quarterly reports and annual financial status reports in a timely manner; and successfully submitted site information and assessment data to the EPA via the Assessment, Cleanup and Redevelopment Exchange System (ACRES) database.

At the time of closure for the grant cycle there were remaining funds in the amount of \$25,017.54. The County worked diligently with communities and local stakeholders to identify brownfields with good redevelopment potential. Unfortunately, the economic climate was not as conducive as was hoped and it was difficult to find developers or businesses looking to expand or open new businesses. At least a dozen people and companies have approached the County about the grant program since it has closed. We believe that the economic climate in the County is improving and this Grant will be utilized before the 3 year cycle is complete.

**Accomplishments:** Through the use of the Hazardous Substance Assessment Grant the County created an initial inventory of brownfields that was updated as needed. The County supported the initial assessment (Phase I ESA) of eleven (11) sites, the subsequent Phase II ESA assessment of eight (8) sites, a hazardous materials assessment of one (1) site, and the completion of Michigan VCP documents for two (2) sites. Five (5) of the sites were purchased and redeveloped. The leveraged funding from the redevelopment of the sites exceeded \$140,000 in private and public funds. Redevelopment activities at one site consisted of demolishing a blighted building and creating a parking and gathering area for a township park located along the shore of Houghton Lake. Another accomplishment was the redevelopment of a vacant site in St. Helen. The site was purchased and redeveloped as a laundromat, by a retired couple that wanted to move from the Detroit area to Roscommon County. The project created jobs and investment in the community and brought a needed service to the community. Finally, a site located in Roscommon was redeveloped as a transit station for the Roscommon County Transportation Authority. The redevelopment provided a clean, safe building for residents to gather and wait for the public transportation system. The redevelopment also created jobs and help to revitalize an area that had been underutilized for years.



**ATTACHMENT 1**

**THRESHOLD DOCUMENTATION**



## THRESHOLD CRITERIA FOR ASSESSMENT GRANTS

Applicant Eligibility: Roscommon County is a general purpose unit of local government in the State of Michigan.

Letter from State Environmental Authority: A letter from the Michigan Department of Environmental Quality (MDEQ) is included in Attachment 2.

Community Involvement: Roscommon County (the County) knows it is necessary for residents and stakeholders be informed, and become educated and engaged in the Assessment Grant project. Residents and stakeholders in the communities like Roscommon, St. Helen, and Houghton Lake understand what makes their communities special and can provide valuable input that will help shape the future of those communities.

There will be three (3) phases to the County's proposed community engagement plan: 1.) notification of the Grant award, 2.) initial meeting and outreach, and 3.) on-going education and communication.

First, following the Environmental Protection Agency (EPA) award notice the County will notify the community. The County has identified the most effective way to engage residents and stakeholders is by providing information in local newspapers, newsletters, on local radio stations, and local municipal websites. The County will notify the community and stakeholders by the following means:

- The County will issue a press release to the *Houghton Lake Resorter*, *Ogemaw County Herald*, and *Crawford County Avalanche* (local newspapers). Advertisements will also be placed on local radio stations.
- Post notifications of the award and the EPA Brownfield Program on the County's website and websites of the local communities. The County will also establish a Facebook page and LinkedIn group that will allow interaction with residents.
- Notify key community organizations that will likely have active roles in the project.

Second, the County will host initial meetings at central locations in the County. The meeting will be town hall style and will educate residents and stakeholders about the Assessment Grant project and solicit input/opinions about project planning.

Third, the County will continue education and outreach activities throughout the duration of the project that will consist of:

- Developing and hosting a brownfields workshop within the first year of the project. Representatives from the Michigan Department of Environmental Quality (MDEQ), Michigan Economic Development Corporation (MEDC), and EPA will be invited as well as developers, lenders, business representative, and residents to promote the project, solicit community input, discuss specific redevelopment projects, and discuss redevelopment of potential brownfields.
- Project updates will be provided monthly at Roscommon County Economic Development Corporation meetings and Roscommon County Board meetings. County representatives will also attend town meetings, local downtown development authority meetings and/or community organization meetings to discuss the Project and/or specific site assessments.
- Project updates will be provided regularly through the County website and social media

Following completion of an assessment, the results of the assessment and cleanup/reuse information will be shared with the appropriate community and stakeholders. There will also be information explaining health and environmental impacts of findings. If the results of an assessment have the potential to negatively impact the health of the local population County will partner with the Central Michigan District Health Department (CMDHD) will be consulted about protecting the public. The CMDHD will also be consulted about cleanup, and redevelopment of brownfields

Finally, the County does not have a significant non-English speaking population however, if the County is made aware of the need for specific language needs then translators will provided.

Site Eligibility and Property Ownership Eligibility: The applicant is requesting a community-wide assessment grant; therefore, site eligibility and property ownership eligibility criteria do not apply.



**ATTACHMENT 2**  
**MICHIGAN DEPARTMENT OF ENVIRONMENTAL QUALITY**  
**LETTER OF ACKNOWLEDGMENT**



Printed on recycled paper



RICK SNYDER  
GOVERNOR

STATE OF MICHIGAN  
DEPARTMENT OF ENVIRONMENTAL QUALITY  
LANSING



DAN WYANT  
DIRECTOR

January 8, 2013

Ms. Rosalie Myers  
Economic Development Coordinator  
Roscommon County Economic Development Corporation  
500 Lake Street  
Roscommon, Michigan 48653

Dear Ms. Myers:

SUBJECT: Acknowledgment Regarding the United States Environmental Protection Agency  
Brownfield Assessment Grant Proposal

Thank you for your notice and request for a letter of acknowledgment for Roscommon County's proposal to the United States Environmental Protection Agency (EPA) brownfield grant program. The Department of Environmental Quality, Remediation and Redevelopment Division (RRD), is supportive of county-based redevelopment efforts and has reviewed the information you provided regarding your proposal.

Roscommon County is applying for a \$200,000 hazardous substances assessment grant which can be used to conduct assessment activities at eligible brownfield sites in the county. Roscommon County is considered eligible for this grant as a general purpose unit of local government.

Should the EPA offer the brownfield grant to Roscommon County, it would promote redevelopment and reuse of underutilized and contaminated properties and improve the economic development and environmental conditions in the county. If you need further information or assistance regarding specific brownfield sites, please contact Mr. Ron Smedley, Brownfield Redevelopment Coordinator, RRD, at 517-284-5153, or you may contact me.

Sincerely,

Carrie Geyer, Chief  
Brownfield Redevelopment Unit  
Program Support Section  
Remediation and Redevelopment Division  
517-284-5182

cc: Ms. Linda Mangrum USEPA Region 5  
Mr. Ron Smedley, DEQ

**ATTACHMENT 3**

**COMMITMENT LETTERS FOR LEVERAGING**



~ Working For a Brighter Future ~

# Village of Roscommon

214 South Main Street • P.O. Box 236 • Roscommon, Michigan 48653

Telephone (989) 275-5743 • Fax (989) 275-5998

[www.roscommonvillage.com](http://www.roscommonvillage.com)

January 21, 2014

Rosalie Myers, Coordinator  
Roscommon County Economic Development Corporation  
500 Lake Street  
Roscommon, MI 48653

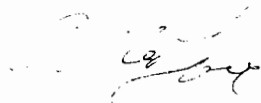
Dear Ms. Myers:

I am writing to relay the Village of Roscommon's support for Roscommon EDC Brownfield program and for your Assessment Grant application. Identifying new Brownfield sites in Roscommon County is important to our economic development efforts.

Because of its location along the I-75 and US-127 corridors, Roscommon County is a prime location for commercial and industrial development. Brownfield sites have increased development potential because of their designation. Our small local governments do not have the resources to identify these properties; that is why these grant funds are essential. It is critical that you are able to continue your redevelopment efforts.

The locations that you selected for further evaluation are critical to the development of our downtown. Please let us know if there is anything additional that we can do to assist with our local Brownfield Program.

Respectfully,



Allen Lowe,  
Village Manager

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TDD (800) 649-3777

**ROSCOMMON, MICHIGAN • INC. 1885**

# **Roscommon Downtown Development Authority**

**P.O. Box 255  
Roscommon, MI 48653**

January 20, 2014

Ms. Rosalie Myers  
Economic Development Coordinator  
Roscommon County Economic Development Corporation  
500 Lake Street  
Roscommon, Michigan 48653

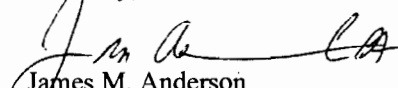
Dear Rosalie,

The Downtown Development Authority of Roscommon (DDA) is pleased to provide this letter of commitment of your U.S. Environmental Protection Agency (U.S. EPA) Brownfields Assessment Grant application. The DDA fully supports the assessment and redevelopment of brownfield sites within the Village of Roscommon and Roscommon County. It is my understanding that there are two current sites within the DDA district which are being targeted.

The DDA will work with the Roscommon County EDC to provide financial support through façade grants or improvements to sidewalks and streetscapes associated with brownfield redevelopment projects in the Village of Roscommon. The DDA is committed to supported projects that prevent urban deterioration and encourage development and revitalization and the Assessment Grant Project coincides with the DDA goals and philosophies.

The DDA is excited about the potential local brownfield redevelopment projects that will come from the Assessment Grant Project and look forward to our continued working relationship with the Roscommon County EDC.

Sincerely,



James M. Anderson  
Village of Roscommon DDA President

## **ATTACHMENT 4**

### **LETTERS FROM COMMUNITY-BASED ORGANIZATIONS**





## ***Crawford-Roscommon Conservation District***

500 Lake Street      PO Box 156  
Roscommon MI 48653

PHONE: 989-275-3163

E-MAIL: [barb.stauffer@macd.org](mailto:barb.stauffer@macd.org)

FAX: 989-275-3168

### **BOARD OF DIRECTORS**

**Jim Bischoff, Randy Jagielo, Jim Johnson, Craig Woods & Tom Zeneberg**

January 15, 2014

To Whom It May Concern:

Due to the conservation district's mission, whose purpose is to improve the quality of life by conserving and improving our natural resources for the benefit of present and future residents and visitors for the area, we are in support of any and all programs to assist in preservation of our natural resources.

Roscommon County is also blessed with several large inland lakes, streams and rivers. Therefore, we feel it is important to be assessed so we know what, if any, further concerns may be for our area.

Sincerely,



Barb Stauffer  
Administrator

**MICHIGAN STATE  
UNIVERSITY  
EXTENSION**

January 18, 2014

To Whom It May Concern,

I am writing in support of the EPA Brownfield Assessment Grant application from the Roscommon EDC. The project, which will help identify structures contaminated with heavy metals in Roscommon County, eliminate the contaminated structures and prepare the sites for redevelopment, is very important to our local economic development efforts.

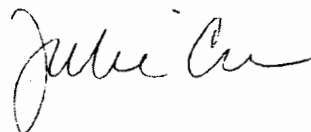
Many of the structures containing heavy metals would not be eliminated without the County's brownfield authority taking a leadership role in the efforts. The funding required to identify and eliminate structures containing heavy metals such as asbestos, lead, etc. is crucial to our success.

In addition, the elimination of contaminated structures is vital to the sustainability of our natural resources. These contaminated structures have the potential to affect the health of our streams and lakes, upon which we depend year round for tourism dollars. In addition, the removal of these contaminated structures will create areas for future development within our communities and villages potentially bringing much needed new jobs and opportunities for investment.

As a community member it is crucial to clean up these contaminated structures so that we continue our development efforts. If granted, MSUE would support the Roscommon County Brownfield Redevelopment Authority in helping with any outreach efforts associated with the grant to assist with the grant requirements necessary for successful completion.

Thank you for considering the Roscommon County grant project.

Sincerely,



Julie Crick  
MSU Extension  
Roscommon County

**ROSCOMMON  
COUNTY**

**MSU Extension**

County Building  
500 Lake Street  
P.O. Box 507  
Roscommon, MI 48653  
(989) 275-5043  
Fax: (989) 275-8864  
E MAIL:  
msue72@msu.edu

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*Michigan State University,  
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counties cooperating.*

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## SERVICE CENTERS

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OGEMAW

ROSCOMMON

January 21, 2014

Rosalie Myers  
Roscommon County Economic Development Corporation  
500 Lake Street  
Roscommon, MI 48653

Dear Ms. Myers:

Michigan Works commits support for all Brownfield Grant opportunities that the Roscommon County EDC pursues. Petroleum contamination is one concern of that needs more resources and must be addressed to make our community more marketable for investors. This ability to remove contamination and increase the number of available properties is essential to the growth of our county.

Michigan Works supports the goals of the Roscommon County Economic Development Corporation. We recognize the significance of partnering and supporting each other's organizations for the good of the community through enhancing and attracting new business to our region; thus creating a positive environment for both business and job growth.

In closing, I fully support this grant submission as it will have a positive effect and will be a direct benefit to promote economic growth in Roscommon County.

Sincerely,

A handwritten signature in cursive script that reads "Brenda Bachelder".

Brenda Bachelder  
Business Services  
Roscommon County Michigan Works!

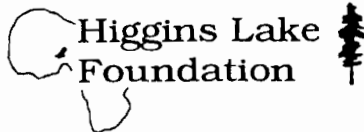
*MICHIGAN WORKS! is an EOE Program. Auxiliary Aids & Services available on request to individuals with disabilities. TDD: 1-800-649-3777*

1015 Short St., Ste. 2

Prudenville, Michigan 48651

(989) 366-8660

Fax: (989) 366-8940



Mailing Address:  
P.O. Box 753  
Roscommon, MI 48653

Office Location:  
207 Terrace Dr.  
Roscommon MI 48653

Phone: (989) 275-9183  
Fax: (989) 275-9182

info@higginslake-foundation.org  
www.higginslake-foundation.org

January 21, 2014

RE: Brownfield Assessment Grant

To whom it may Concern:

The Higgins Lake Foundation (HLF) supports all efforts by The Roscommon Economic Development group to remove any and all harmful materials from the Higgins Lake Watershed, within and beyond Roscommon County Community. The decisions we make today are shaping the world and health of future generations. Addressing the hazards of metals, asbestos and other materials that were used before their negative impact was known must be a priority. The 58 mile Higgins Lake Watershed is subject to groundwater contamination from all nutrients, sediments and materials that are stored or used within the watershed.

HLF, now in its twenty-fifth year continues to protect the environment with educational programs that stress the need to limit nutrient loading and the spread of aquatic invasive species into Michigan Lakes. This effort includes funding and promoting the construction and use of boat wash stations, programs that remove and reduce the spread of invasive species. The health of our lakes is dependent on the care of the surrounding watersheds.

It is imperative that we recognize and minimize all health hazards to humans and our natural resources. We applaud efforts to support resource preservation as what we do here will forever impact the natural resources we treasure on this earth that we share with all mankind.

Sincerely,

Vicki Springstead  
Higgins lake Foundation, Chair

Our Mission: To Preserve the Natural Beauty of Higgins Lake  
and to Enhance the Quality of the Lake and its Watershed.

### Appendix 3 Other Factors Checklist

Name of Applicant: Roscommon County

Please identify (with an **X**) which, if any of the below items apply to your community or your project as described in your proposal. To be considered for an Other Factor, you must include the page number where each applicable factor is discussed in your proposal. EPA will verify these disclosures prior to selection and may consider this information during the selection process. If this information is not clearly discussed in your narrative proposal or in any other attachments, it will not be considered during the selection process.

	Other Factor	Page #
	Community population is 10,000 or less	
	Federally recognized Indian tribe	
	United States territory	
	Applicant will assist a Tribe or territory	
	Targeted brownfield sites are impacted by mine-scarred land	
	Targeted brownfield sites are contaminated with controlled substances	
	Recent natural disaster(s) (2006 or later) occurred within community, causing significant community economic and environmental distress	
X	Project is primarily focusing on Phase II assessments.	7-8
X	Applicant demonstrates firm leveraging commitments for facilitating brownfield project completion by identifying amounts and contributors of funding in the proposal and have included documentation	9
	Community experienced manufacturing plant closure(s) (2008 or later) tied to the targeted brownfield sites or project area, including communities experiencing auto plant closures due to bankruptcy or economic disruptions.	
	Recent (2008 or later) significant economic disruption ( <u>unrelated</u> to a natural disaster or manufacturing/auto plant closure) has occurred within community, resulting in a significant percentage loss of community jobs and tax base.	
	Applicant is a recipient or a core partner of a HUD-DOT-EPA Partnership for Sustainable Communities (PSC) grant that is directly tied to the project area, and can demonstrate that funding from a PSC grant has or will benefit the project area. To be considered, <u>applicant must attach documentation</u> which demonstrates this connection to a HUD-DOT-EPA PSC grant.	
	Applicant is a recipient of an EPA Brownfields Area-Wide Planning grant	
	Community is implementing green remediation plans.	
	Climate Change (also add to "V.D Other Factors")	